DOCUMENT RESUME

ED 372 270 CE 066 894

TITLE	Multiple Employment Training Programs. Overlap among Programs Raises Questions about Efficiency. Report to the Chairman, Subcommittee on Labor, Health and Human Services and Education, Committee on Appropriations, U.S. Senate.
INSTITUTION	General Accounting Office, Washington, DC. Health, Education, and Human Services Div.
REPORT NO	GAO/HEHS-94-193
PUB DATE	Jul 94
NOTE	70p.; For related documents, see ED 367 826, ED 367 840, ED 367 898, and ED 369 963-964.
AVAILABLE FROM	U.S. General Accounting Office, P.O. Box 6015, Gaithersburg, MD 20884-6015 (first copy free; additional copies $2 each; 100 or more: 25% discount).
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	Adult Basic Education; Basic Skills; *Delivery Systems; Dislocated Workers; *Economically Disadvantaged; Educational Legislation; *Employment Programs; Federal Legislation; *Federal Programs; *Job Training; Older Adults; Program Effectiveness; Redundancy; Retraining; Shared Resource and Services; State Federal Aid; Tables (Data); Unemployment; *Vocational Education; Youth Employment; Youth Programs
IDENTIFIERS	*Program Overlap

ABSTRACT

A study examined the types and extent of overlap among federal employment and training (E&T) programs targeting economically disadvantaged persons, dislocated workers, older workers, and youth. Of 38 programs analyzed, 30 shared common goals, had comparable clients, provided similar services, and used parallel delivery mechanisms and administrative structures with at least one other program such that the programs could be described as overlapping. Of the 30 programs in question, 7 served economically disadvantaged persons, 9 targeted dislocated workers, 4 targeted older workers, and 10 targeted youth. The remaining eight programs shared some characteristics but were sufficiently different to not be categorized as overlapping. At the local level, sharing of resources and provision of assistance to clients while those clients were enrolled in other programs was sometimes so prevalent that it was difficult to determine which program was providing services to the client. (Twenty-one tables are included. Appendixes constituting approximately 50% of this document include the following: a list of federal E&T programs by target group and proposed FY94 funding levels; proposed FY94 funding by target group; and information on 9 programs targeting economically disadvantaged persons, 9 programs targeting dislocated workers, 4 programs targeting older workers, and 16 programs targeting youth.) (MN)

United States General Accounting Office

GAO

Report to the Chairman, Subcommittee on Labor, Health and Human Services and Education, Committee on Appropriations, U.S. Senate

July 1994

ED 372 270

MULTIPLE EMPLOYMENT TRAINING PROGRAMS

Overlap Among Programs Raises Questions About Efficiency

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☐ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

CE 066 894

GAO/HEHS-94-193

BEST COPY AVAILABLE

GAO

United States
General Accounting Office
Washington, D.C. 20548

Health, Education, and
Human Services Division

B-257662

July 11, 1994

The Honorable Tom Harkin
Chairman, Subcommittee on Labor, Health
and Human Services and Education
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

A strong internationally competitive economy depends, in part, on effectively preparing workers to compete in the workforce. Over the years, the federal government has invested considerable effort and resources in programs that (1) facilitate entry into the workforce, (2) help workers overcome barriers that hamper their ability to compete for jobs, and (3) assist dislocated workers in reentering the workforce. When viewed individually, the many programs and funding streams that provide employment training assistance have well-intended purposes. However, collectively they also confuse clients, employers, and program administrators as well as raise questions about the efficient use of program resources.

Because of your concern about the efficiency and effectiveness of the federal employment training system and your interest in identifying overlapping programs that may be consolidated, you asked us to provide you information on similar programs that target four specific groups—the economically disadvantaged, dislocated workers, older workers, and youth. To accomplish this we compared key program characteristics, including goals, clients, services, service delivery approaches, and federal funding mechanisms.

To identify the programs that target each of the four groups, we used as our starting point the collection of programs and funding streams identified in our previous reports[1] as providing employment training assistance.[2] We found that 38 of the 154 programs specifically target 1 of

[1]Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO/HEHS-94-78, Jan. 28, 1994). Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Administrative Costs (GAO/HEHS-94-80, Jan. 28, 1994), and Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively (GAO/HEHS-94-88, Mar. 2, 1994).

[2]As used in this report, "employment training assistance" refers to any assistance that enhances individual skills or employment opportunities. See appendix I for a listing of the target populations, the number of programs and funding streams that specifically target them, and proposed funding levels for fiscal year 1994.

the 4 groups.[3] For each program, we identified specific program goals and allowable services through a review of federal statutes and regulations. We also consulted with program managers in applicable federal departments or agencies to confirm allowable services. In addition, we obtained information on clients and service delivery approaches using a variety of sources—agency reports, budget documents, the Catalog of Federal Domestic Assistance,[4] and other GAO reports.

Background

The proposed budget for fiscal year 1994 included about $25 billion for 154 programs or funding streams that (1) assist the unemployed, (2) enhance skills or employability of workers, or (3) create employment opportunities. These services are often provided through parallel administrative structures involving 14 federal departments and independent agencies. For example, five different departments—Agriculture, Education, Health and Human Services, Housing and Urban Development, and Labor—administer the nine programs that target the economically disadvantaged. Similarly, three departments administer dislocated worker programs, two administer older worker programs, and five administer programs for youth. Each department provides staff and incurs costs, both at headquarters and at the state or local level, to plan and monitor these programs. In addition, each has its own set of policies, procedures, and requirements. Generally, their programs use the same service delivery approaches and funding mechanisms. Most of them provide grants to state and local agencies to identify clients, provide basic or vocational training, and link clients with employers.

Our prior work has shown that the current patchwork of employment training programs hampers the delivery of services and creates confusion for workers, employers, and administrators. In addition, we found that numerous programs can add unnecessary administrative costs and raise questions about the effectiveness of individual programs, as well as the system as a whole.

Concerns about these problems in the current system have led the administration and others to suggest the need for overhauling programs that provide employment training to the same target populations. For example, the 1993 report of the National Performance Review[5] concluded

[3]See appendix II for a list of the 38 programs by target group.

[4]1993 Catalog of Federal Domestic Assistance (Washington, D.C.: Government Printing Office).

[5]From Red Tape to Results: Creating a Government That Works Better and Costs Less, Vice President Al Gore (Sept. 7, 1993).

that the current system of employment training programs is inefficient and ineffective, and it recommended several changes, including the consolidation of programs serving dislocated workers.

The National Commission for Employment Policy and the Welfare Simplification and Coordination Advisory Committee[6] also recommend a major overhaul of the many federal employment training programs that serve the economically disadvantaged. They expressed concern that the existing program structures acted as barriers to clients trying to gain access to services. The Welfare Simplification Committee concluded that "eliminating duplicative bureaucracies will reduce administrative costs, saving money that can be used, instead, for client services."

In addition, several bills have been introduced in the Congress that would significantly overhaul the employment training system.[7] These bills take a variety of approaches to changing the system—program consolidation and elimination, new commissions to identify opportunities for overhauling programs, and using a "block grant" approach to fund state and local programs. Another approach would leave most programs intact, but consolidate service delivery through "one-stop career centers" at the local level.

Results in Brief

Overlap among federal programs targeting each client group in our analysis—the economically disadvantaged, dislocated workers, older

[6]The National Commission for Employment Policy is an independent federal agency funded through the Department of Labor. Its 15 members are appointed by the President to broadly represent cross sections of the nation concerned with employment and training matters. The Welfare Simplification and Coordination Advisory Committee was established by the Congress in 1990 to examine barriers to program participation and reasons for those barriers in four major federal assistance programs—Aid to Families with Dependent Children (AFDC), Food Stamps, Medicaid, and housing assistance programs.

[7]As of June 1, 1994, at least 10 bills that offer plans for overhauling some or all of the programs that provide employment training assistance have been introduced in the Congress. In the Senate, three bills have been introduced: (1) the Job Training Consolidation Act of 1994 (S.1943) introduced March 17, 1994, by Senator Kassebaum; (2) the Reemployment Act of 1994 (S.1951) introduced March 17, 1994, by Senator Moynihan; and (3) the Reemployment and Retraining Act of 1994 (S. 1964) introduced March 24, 1994, by Senator Metzenbaum. In the House, seven bills have been introduced: (1) the Training for Future Jobs Act of 1993 (H.R. 2825) introduced August 2, 1993, by Congressmen Conyers; (2) the Local Flexibility Act of 1993 (H.R. 2856) introduced August 4, 1993, by Congressman Conyers; (3) the National Workforce Preparation and Development Reform Act (H.R. 2943) introduced August 6, 1993, by Congressman Goodling; (4) the Workforce Education Act of 1994 (H.R. 3736) introduced January 26, 1994, by Congressman Andrews; (5) the Reemployment Act of 1994 (H.R. 4040) introduced March 16, 1994, by Congressman Rostenkowski; (6) the Reemployment Act of 1994 (H.R. 4050) introduced March 16, 1994, by Congressman Ford; and (7) the Consolidated and Reformed Education, Employment, and Retraining Systems Act (H.R. 4407) introduced May 12, 1994, by Congressman Goodling. In addition, Senators Kassebaum and Kennedy recently announced a bipartisan effort to reform and consolidate federal job training programs.

workers, and youth—raises questions concerning the efficient and effective use of resources. For each target group, we found that programs shared common goals, often served the same categories of clients, offered overlapping services, and used parallel delivery approaches despite having separate administrative structures and funding mechanisms. We also found that programs operating at the local level often shared resources and provided assistance to clients while the clients were enrolled in other programs. In some instances, the relationship between the programs was so close that it was difficult to determine which program was providing which services to the client.

Of the 38 programs in our analysis, we found that 30 shared common goals, had comparable clients, provided similar services, and used parallel delivery mechanisms and administrative structures with at least one other program such that these programs could be described as overlapping. We found that 7 of these programs targeted the economically disadvantaged, 9 programs targeted dislocated workers, 4 programs targeted older workers, and 10 programs targeted youth. The remaining programs shared some characteristics but were sufficiently different to not be categorized as overlapping.

As the Congress considers areas where program consolidation may be warranted, we want to underscore that identifying the extent of similarity among programs is only the first step. Determining which programs should be considered for consolidation requires more extensive study and decisions concerning participant eligibility and the level of services provided in any new program resulting from consolidation.

Several Programs Targeting the Economically Disadvantaged Overlap

Nine programs[8] with fiscal year 1994 funding of about $2.7 billion specifically target employment and training assistance to the economically disadvantaged. In 1991, over 18.7 million persons, from ages 16 to 64, had incomes below the poverty level. While about half of these people worked, most typically in only part-time jobs, many received some form of public assistance such as AFDC, food stamps, housing assistance, Medicaid, or some other form of welfare. Many of these people lacked the skills needed to find meaningful employment. For example, over half the AFDC recipients

[8]The nine programs include three funding streams authorized by the Job Training Partnership Act (JTPA): (1) the basic JTPA Title IIA Training Services for the Disadvantaged—Adult Program, (2) JTPA Title IIA State Education Program, (3) JTPA Title IIA Incentive Grants Program, (4) Job Opportunities and Basic Skills (JOBS), (5) Food Stamp Employment and Training Program (FS E&T), (6) Family Self-Sufficiency Program (FSS), (7) Vocational Education-Basic State Programs (VOC ED Basic), (8) Educational Opportunity Centers (EOC), and (9) Student Literacy and Mentoring Corps (SLMC). For a description of each program, see appendix III.

had fewer than 12 years of education. Many of them also needed supportive services such as child care and transportation while attending training or obtaining meaningful work. Government intervention can play an important part in improving the prospects for these people; however, numerous concerns have been raised about the ability of the current system to effectively and efficiently help the economically disadvantaged into the mainstream labor market.

We found that seven of the nine federal programs that specifically target assistance to the economically disadvantaged often share common goals, serve the same categories of clients, provide overlapping services, but are administered through five separate federal agencies, each with its own structure. In many instances, the same clients may receive different services from different programs at the same time. For example, an AFDC recipient may receive support services, such as funds for child care from the JOBS program, while receiving vocational training from JTPA's Title IIA Training Services—Adult Program or the Vocational Education (VOC ED) Programs. The other two programs, while sharing some characteristics with the other programs, offered fewer services and each used a different service delivery approach.

Programs Share Common Goals and Clients

Many of the nine programs that target the economically disadvantaged share common goals and clients. As shown in table 1, all nine programs share the goal of enhancing workforce participation. For example, one goal of the JTPA, as amended, applicable to JTPA's Title IIA Training Services for the Disadvantaged—Adult Program is "to prepare. . .adults for participation in the labor force." Similarly, the purpose of FS E&T stated in the 1985 law creating the program is "assisting members of households participating in the Food Stamp program in gaining skills, training, or experience that will increase their ability to obtain regular employment."

Six of the programs also share the goal of reducing welfare dependency. For example, another purpose of JTPA is to help reduce "welfare dependency." Likewise, JOBS, title IVF of the Social Security Act, was created by the Family Support Act of 1988 to "assure that needy families with children obtain the education, training and employment that will help avoid long-term welfare dependence."

Table 1: Many Programs Serving the Economically Disadvantaged Have Similar Goals

Program	Goals	
	Enhance workforce participation	Reduce welfare dependency
JTPA IIA Training Services for the Disadvantaged—Adult	X	X
JTPA IIA State Education	X	X
JTPA IIA Incentive Grants	X	X
JOBS	X	X
FS E&T	X	X
FSS	X	X
VOC ED Basic	X	
EOC	X	
SLMC	X	
Total	**9**	**6**

Given the common goals shared by many of these federal programs, it is not unusual that they are closely intertwined, often serving the same client groups and, in some instances, the same clients.[9] Many clients receive assistance from more than one federal program. For example, of the 10 million AFDC recipients, 90 percent receive food stamps and 24 percent receive assisted housing.[10] Thus, it was not surprising when our analysis showed that although the Department of Health and Human Services' (HHS) JOBS program was created to help recipients of AFDC, the Department of Labor's JTPA Program[11] also served over 136,000 AFDC recipients in 1991. Similarly, while the Department of Agriculture's FS E&T was created to help food stamp recipients, Labor's JTPA Program served over 100,000 food stamp recipients in 1991. Such overlap is likely to increase as the 1992 JTPA amendments are implemented, emphasizing services to more of the hard-to-serve members of the economically disadvantaged population.[12] Other programs are also intertwined in serving economically

[9]This is not meant to imply that clients are receiving the same service, like classroom training, from two separate programs at the same time.

[10]Time for a Change: Remaking the Nation's Welfare System, results of the Survey of Income and Program Participation (SIPP), Wave 4 of the 1990 panel (Jan. 1991). Since SIPP relies on self-reported participation in programs, benefit receipt may be underreported.

[11]The JTPA data shown include both adult and youth populations. Recent JTPA amendments split the Title IIA Program, starting in program year 1993, into separate adult and youth programs.

[12]The 1992 JTPA amendments require that not less than 65 percent of JTPA IIA participants be hard-to-serve individuals. The amendments define hard-to-serve individuals as those meeting one or more of the following conditions: basic-skill deficient; school dropout; recipient of cash welfare payments, including AFDC; ex-offender; disabled; or homeless.

disadvantaged clients. FSS targets persons residing in public housing projects, who are likely to receive other forms of public assistance, including AFDC and food stamps, and would be eligible for other employment training programs. While VOC ED Basic does not collect comparable client data, it also targets assistance to similar clients, including AFDC and food stamp recipients.

The other two programs, EOC and SLMC, also serve clients that are economically disadvantaged, but the client focus is narrower. EOC emphasizes assistance to low-income and potential first-generation college students, while SLMC focuses on persons residing in economically distressed areas. We did not identify any data that would disclose the extent, if any, that participants of either of these two programs were being served by each other's program, or by other programs such as JTPA's Title IIA—Adult or the JOBS program.

Overlap in Program Services and Service Delivery Approaches

We found that the nine programs targeting the economically disadvantaged were further intertwined in the delivery of services, often offering clients overlapping services and, in some instances, providing clients services from more than one program at the same time. Our analysis showed that seven programs offer clients services in each of five service categories—(1) counseling and assessment, (2) remedial or basic skills training, (3) vocational or job skill training, (4) placement assistance, and (5) support services. Of the 27 possible types of services offered by federal employment training programs for the economically disadvantaged, JTPA offers the most—24.[13] However, the overlap in those 24 services by other programs is considerable. As shown in table 2, the JOBS program provides 17 of the same services as JTPA, and FS E&T overlaps with JTPA on 18 services. These three programs account for about 72 percent of the funding for this target population.

[13]Appendix III provides more detail on the services offered in the five main areas for the nine programs that target the economically disadvantaged.

Table 2: Extent to Which Other Federal Programs Serving the Economically Disadvantaged Overlap JTPA's 24 Services

Program	Services that overlap JTPA's services
JOBS	17
FS E&T	18
VOC ED Basic	15
EOC	5
SLMC	6
FSS	[a]

[a]FSS is authorized to provide any of the same services as other federal employment training programs; however, services are paid for by other programs, such as JOBS and JTPA Title IIA—Adult. Federal funds may be used to cover local administrative costs.

Table 3 illustrates the degree of overlap in one of the five main service categories—vocational skill training. We found that eight of the nine programs authorize classroom training, seven programs authorize on-the-job training, and six authorize employer-specific training.

We also found that some clients receive services from more than one program at the same time. For example, while title IVA of the Social Security Act provides child care mandated by the Family Support Act for JOBS participants, it also provides an estimated $86.1 million in additional child care funding for AFDC recipients enrolled in training or education other than JOBS, such as JTPA or VOC ED Basic.[14] Similarly, clients enrolled in FS E&T may receive their vocational training from the JTPA or VOC ED Basic programs.

[14]For more information on JOBS and JTPA programs, see our forthcoming report, JOBS and JTPA: Tracking Spending, Outcomes, and Program Performance (GAO/HEHS-94-177).

Table 3: Programs Serving the Economically Disadvantaged Overlap in Vocational Skills Training Activities

Program	Classroom training	On-the-job training	Employer-specific training	Workfare
JTPA Title IIA Training Services for the Disadvantaged—Adult	X	X	X	
JTPA Title IIA State Education Programs	X	X	X	
JTPA Title IIA Incentive Grants	X	X	X	
JOBS	X	X		X
FS E&T	X	X	X	X
VOC ED Basic	X	X	X	
FSS	X	X	X	X
SLMC	X			
EOC				
Total	**8**	**7**	**6**	**3**

Despite the overlap in services, the programs maintain separate yet often parallel delivery systems. Although they were administered by five different departments or agencies at the federal level, we found that most programs use the same general approach and funding mechanism to provide funds that support local services. In most programs, the support for administration and the services provided come from a federal grant to the local area through the state. Seven programs distribute almost all of the funds (99 percent) using formula grants. Two more programs distribute the remaining funds using project grants. A remaining program, FSS, had planned to rely on other programs like JTPA IIA—Adult or JOBS to provide employment training services. (App. III provides detailed funding information for these nine programs.)

At the local level, we found that despite being administered through different agencies, each of the seven programs followed the same general service delivery approach: identifying client needs, offering basic and vocational training, linking clients with employers, and providing placement assistance. For example, the JTPA programs are administered through about 630 local service delivery areas, while JOBS and FS E&T are generally administered through numerous local offices, usually using networks of state and, sometimes, county-run welfare offices. In some states, such as New York, Massachusetts, Pennsylvania, Wisconsin, and Washington, these two programs are linked under a "one-stop shopping" concept.

In contrast to the seven programs just described, we found that the remaining two programs offer fewer services and that each program has a unique service delivery approach. EOC focuses on counseling, assessment, and support services to help participants gain access to postsecondary education. These centers are generally affiliated with institutions of higher education, where staff help participants complete college applications and apply for financial aid. SLMC uses students enrolled in postsecondary education institutions as volunteers who provide basic skill training to the economically disadvantaged. Student volunteers earn college credit for their involvement in the program.

Programs Targeting Dislocated Workers Overlap

Nine federal programs, with estimated funding of $856 million for fiscal year 1994, provide assistance to help dislocated workers make a successful transition to new employment.[15] Each year, over 1 million workers lose their jobs because of business closures and permanent layoffs. While most dislocated workers have the skills to readily find new employment, others do not. Finding new jobs at comparable wages is particularly difficult for women, older workers, workers with less education, and those with lengthy job tenure. For example, an analysis of national dislocated worker data compiled from the Bureau of the Census' Current Population Survey found that workers who had fewer than 12 years of schooling were unemployed more than three times longer (39 weeks versus 12 weeks) than workers with 16 or more years of school.[16] In addition, when dislocated workers do find jobs, the new jobs often pay less than their earlier jobs.[17] Employment training assistance can help dislocated workers find better jobs in less time. However, questions have been raised about the effectiveness and efficiency of the current system. According to the Department of Labor, the current federal employment training services system for dislocated workers is "fragmented and overly

[15]The nine dislocated worker programs are (1) JTPA Economic Dislocation and Worker Adjustment Assistance Program (EDWAA) (substate allotment), (2) JTPA EDWAA (governor's discretionary), (3) JTPA EDWAA (Secretary's discretionary), (4) JTPA Defense Conversion Adjustment, (5) JTPA Clean Air Employment Transition, (6) JTPA Defense Diversification, (7) Trade Adjustment Assistance Program (TAA) Workers, (8) Vocational Education-Demonstration Centers for Training Dislocated Workers, and (9) Transition Assistance Program (TAP). For the purpose of this report, we consider the extension of TAA to include workers affected by the North American Free Trade Agreement as a part of TAA. For a description of each program, see appendix IV and table IV.2.

[16]Paul Swaim and Michael Podgursky, "Do More-Educated Workers Fare Better Following Job Displacement?" Monthly Labor Review (Aug. 1989). Study based on a sample of 10,659 workers whose jobs were eliminated between January 1979 and January 1986.

[17]Displaced Workers: Trends in the 1980s and Implications for the Future, Congressional Budget Office (Feb. 1993).

bureaucratic."[18] Labor has proposed consolidating several dislocated worker programs and establishing a comprehensive set of services for permanently laid-off workers.

Our analysis of the nine programs targeting dislocated workers showed that all nine programs share common goals, serve comparable clients, offer overlapping services, and use parallel service delivery approaches and funding mechanisms. Despite this overlap, however, we found that administration for these programs was scattered across several federal departments.

Similar Goals and Clients

We found overlap in program goals and clients served by the nine programs that target dislocated workers. As shown in table 4, each program's goals included increasing employment opportunities for dislocated workers. For example, the six programs authorized under JTPA have a goal of "providing job training and other services that will result in increased employment and earnings, increased educational and occupational skills, and decreased welfare dependency." Similarly, one goal of the Carl D. Perkins Vocational and Applied Technology Education Act, which applies to Vocational Education—Demonstration Centers for Retraining Dislocated Workers (VOC ED Centers), is "developing more fully the academic and occupational skill of all segments of the population" and providing "employment opportunities" to program participants.

Seven programs—the six JTPA programs and TAA—also strive to enhance worker skills, reduce the length of unemployment, and increase earnings. VOC ED Centers also have the goal of enhancing worker skills, but do not have two other goals—reducing the length of unemployment or increasing earnings. TAP goals include reducing the length of unemployment, but do not include enhancing skills levels or increasing earnings.

[18]Reemployment Services: A Review of Their Effectiveness, Department of Labor (Apr. 1994).

Table 4: Programs Targeting Dislocated Workers Have Similar Goals

Program	Goals			
	Enhance skill levels	Reduce length of unemployment	Increase employment opportunities	Increase earnings
JTPA EDWAA (substate allotment)	X	X	X	X
JTPA EDWAA (governor's discretionary)	X	X	X	X
JTPA EDWAA (Secretary's discretionary)	X	X	X	X
JTPA Defense Conversion Adjustment	X	X	X	X
JTPA Clean Air Employment Transition Assistance	X	X	X	X
JTPA Defense Diversification	X	X	X	X
TAA Workers	X	X	X	X
VOC ED Centers	X		X	
TAP		X	X	
Summary (9 programs)	8	8	9	7

We also found overlap in the categories of clients served by the nine dislocated worker programs. The characteristics of dislocated workers were remarkably stable during the 10-year period 1981-1990, despite wide swings in the business cycle, changes in industrial composition, and a broad array of government policies.[19] For example, throughout that decade, slightly more than 20 percent of all dislocated workers were 45 years of age or older. About 50 percent had been with their previous employer for more than 3 years, and 60 percent were male. The percentage of dislocated workers with schooling beyond high school increased from 30 percent to 40 percent, mirroring the general increased level of education found in the workforce overall. Workers in the service sector and in white-collar occupations accounted for a rising proportion of dislocated workers. On the whole, however, the rate of job loss is higher for workers in manufacturing industries and in blue collar occupations.

Four "general purpose" programs are available to all dislocated workers regardless of the reason for job loss—the three JTPA EDWAA programs and the VOC ED Centers Program. Five other programs were established to meet

[19]Displaced Workers: Trends in the 1980s and Implications for the Future.

the adjustment needs of workers that lose their jobs as a result of federal policies. Three programs help workers adversely affected by reduced defense spending (the JTPA Defense Diversification Program, the JTPA Defense Conversion Adjustment Assistance Program, and TAP); the TAA program helps workers adversely affected by competition from imported goods; and the Clean Air Employment Transition Assistance Program helps workers that lose their jobs as a result of a business's compliance with the Clean Air Act.

This assortment of "general purpose" and special programs has contributed to the overlap among program clients. For example, TAA and the Clean Air program provide assistance to workers laid off from manufacturing industries; however, many dislocated workers in the "general purpose" programs are also from manufacturing. Similarly, three special programs target persons affected by defense downsizing, and these persons may also receive assistance from the four "general purpose" programs.

Services and Service Delivery Approaches Overlap, but Administrative Structures Are Scattered

We found that the nine dislocated worker programs offer many of the same types of services using the same general delivery approaches and funding mechanisms. However, the administrative structures are scattered among three federal departments and more than five offices within those departments. As shown in table 5, seven programs offer services from each of five service categories: (1) counseling and assessment, (2) remedial or basic skills training, (3) vocational or job skills training, (4) placement assistance, and (5) support services. Two programs—VOC ED Centers and TAP—do not offer services in all five activity areas. VOC ED Centers offer all but one of the five service activities—basic skills training. TAP does not offer basic or vocational skills training.

Table 5: Overlapping Services Among the Nine Programs That Target Dislocated Workers

Program	Services[a]				
	Counseling/ assessment	Remedial or basic skills	Vocational skills	Placement	Support services
JTPA EDWAA (substate allotment)	X	X	X	X	X
JTPA EDWAA (governor's discretionary)	X	X	X	X	X
JTPA EDWAA (Secretary's discretionary)	X	X	X	X	X
JTPA Defense Conversion Adjustment Assistance	X	X	X	X	X
JTPA Clean Air Employment Transition Assistance	X	X	X	X	X
JTPA Defense Diversification	X	X	X	X	X
TAA Workers	X	X	X	X	X
VOC ED Centers	X		X	X	X
TAP	X			X	X
Summary (9 programs)	9	7	8	9	9

[a]See appendix IV for a detailed comparison of authorized employment training services.

Looking at the overlap within one of the five main service areas, vocational skills training, we found that seven of the programs authorize several forms of vocational training—classroom training, on-the-job training, and employer-specific training and technical assistance (see table 6). The VOC ED Centers program offers only classroom training, and TAP does not offer any vocational skills training.

Table 6: Programs Serving Dislocated Workers Overlap in Vocational Training

Program	Classroom training	Employer-specific training and technical assistance	On-the-job training
JTPA EDWAA (substate allotment)	X	X	X
JTPA EDWAA (governor's discretionary)	X	X	X
JTPA EDWAA (Secretary's discretionary)	X	X	X
JTPA Defense Conversion Adjustment Assistance	X	X	X
JTPA Clean Air Employment Transition Assistance	X	X	X
JTPA Defense Diversification	X	X	X
TAA Workers	X	X	X
VOC ED Centers	X		
TAP			
Summary (9 programs)	8	7	7

Many of the dislocated worker programs we reviewed used comparable service delivery approaches at the local level. For each program, services are delivered through a local administrative agency in conjunction with local service providers such as community-based organizations, community colleges, or other training institutions. Dislocated worker programs, by design, offer considerable flexibility in the delivery of services. However, recent studies of the implementation of JTPA EDWAA programs identified several common threads in the state and local delivery systems.[20] The reports indicate that most JTPA EDWAA services were administered through the local JTPA service delivery area network. To a lesser extent, plant-specific projects, initiated by the state or substate areas, provided additional services and retraining opportunities to workers affected by specific dislocations. Basic readjustment services were a key component in the delivery of services. In many areas, these services were provided before a layoff as part of on-site rapid response activities or as part of services available to plant-specific projects.

Three other JTPA programs—Defense Diversification, Defense Conversion Adjustment Assistance, and Clean Air Employment Transition

[20]Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act, SRI International, prepared under contract for the Department of Labor, Employment and Training Administration (1992); and Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act—Phase II: Responsiveness of Services, Social Policy Research Associates, Berkeley Planning Associates, and SRI International, prepared under contract for the Department of Labor, Employment and Training Administration (1993).

Assistance—generally fund services delivered through plant- or industry-specific projects that target large-scale dislocations, including closings of military installations. VOC ED Centers deliver services through dislocated worker assistance centers affiliated with vocational training institutions and community colleges. The TAP service delivery approach includes on-site assistance centers at military installations, with assistance from local programs administered by the Department of Labor and the Department of Veterans Affairs. TAA uses a somewhat different approach to delivering services. TAA is an entitlement program. Persons certified by the Department of Labor as eligible for services receive a notice of eligibility and are referred to local employment service offices for program services.

While most of the programs that target dislocated workers have comparable services and service delivery approaches, the administration of these programs is scattered at the federal level through three federal agencies and more than five offices within those agencies. The Department of Labor's Employment and Training Administration administers seven of the nine programs. Within the Employment and Training Administration, the Office of Work-Based Learning administers the six JTPA programs in conjunction with the Office of Grants and Contract Management; the Office of Trade Adjustment Assistance administers TAA. The Department of Education's Office of Vocational and Adult Education, Division of National Programs, administers VOC ED Centers. The Department of Defense's Office of Under Secretary of Defense for Personnel and Readiness, Transition Support and Services, administers TAP.[21]

The federal practice of having several agencies and offices also is seen in state and local program administration. For example, mirroring the administrative split at the federal level, the JTPA EDWAA programs are often administered by the same state and local agencies, while TAA is administered by the state employment security agency and local employment service offices. However, even JTPA EDWAA programs create redundant administrative structures at the local level. For example, while some states distribute the JTPA EDWAA governor's discretionary funds through local agencies that receive the JTPA EDWAA substate allotment, other states directly fund local service providers. The SRI report on JTPA EDWAA programs "found a general pattern of states and substate areas carving out their own areas of authority under EDWAA rather than working together to produce a coherent state-wide system. States tended to retain

[21]The Departments of Labor and Veterans Affairs also play a role in TAP.

control over 40 percent funded activities [governor's discretionary program] and leave the design and delivery of formula-funded activities [substate allotment program] to substate areas rather than providing policy leadership for the entire dislocated worker program. . . . As a result, dislocated workers had to find their own way into local EDWAA services in many areas."[22]

The nine programs we looked at also use comparable funding mechanisms.[23] Seventy-five percent of the funds are distributed through grants—54 percent through formula grants and 21 percent through project grants—to states and other eligible beneficiaries. TAA, an entitlement program, distributes the remaining 25 percent of the funds through the state employment security agency in each state, which acts as an agent for the federal government. While less funding is involved with project grants, they are distributed through six programs that create redundant and burdensome administrative structures. For example, a local agency that administers three JTPA grants, each targeted at dislocated workers, must report on each grant separately.

Overlap Exists Among Programs Targeting Older Workers

Four programs[24] with an estimated fiscal year 1994 budget of about $568 million specifically target employment training assistance for older workers. Over 5.9 million people aged 55 or over had incomes below the poverty line in 1991. Although older workers are less likely than younger workers to be unemployed, they take longer to find work. Government assistance can play an important role in helping older workers; however, concerns have been raised about the current array of programs for older workers. In commenting on one large program for older workers, the Congressional Budget Office[25] recently noted that opponents of the Senior Community Service Employment Program (SCSEP) maintain that it offers few benefits aside from income support, and question the value of the

[22]Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act.

[23]See appendix IV for the funding mechanism for each program.

[24]The four programs are (1) Senior Community Service Employment Program, (2) JTPA IIA Training Programs for Older Individuals, (3) Foster Grandparent Program, and (4) Senior Companion Program. ACTION has questioned the inclusion of the Foster Grandparent and Senior Companion programs in our study because ACTION believes its programs do not fit the scope of our analysis. However, because the economically disadvantaged volunteers in these programs receive an hourly stipend, these programs are considered to have provided employment opportunities for the economically disadvantaged. This is consistent with both the National Commission for Employment Policy and the Congressional Research Service, which have included these programs in their studies of employment training assistance. For a description of each program, see appendix V.

[25]Reducing the Deficit: Spending and Revenue Options, Congressional Budget Office (Mar. 1994).

work experience gained from the program in helping workers find unsubsidized employment.

We found that the two programs administered by the Department of Labor—SCSEP and the JTPA Training Programs for Older Individuals—differ significantly from the two programs administered by ACTION: the Foster Grandparent Program and the Senior Companion Program. However, we found overlap between the two programs administered by Labor. Similarly, overlap exists between the two programs administered by ACTION.

Our analysis showed that all four programs recruit participants or volunteers to work in various public service or private settings. All four programs also focus on subsidized employment providing participants a wage or stipend through a federal grant. However, they differ as to how long program participants can stay in the program. For example, the JTPA Training Programs for Older Individuals emphasize on-the-job training not to exceed 6 months. In contrast, participants in the Foster Grandparent and Senior Companion programs become "permanent volunteers" and their goals do not include moving participants toward unsubsidized employment. These differences are reflected in the extent to which services are offered by the two ACTION programs when compared with the two Labor programs.

Similar Program Goals and Clients

All four older worker programs shared the common goal of increasing employment opportunities; however, they split along agency lines on the goal of enhancing worker skills (see table 7). The two Labor programs shared the goal of enhancing worker skill levels. According to title IX of the Older Americans Act, as amended, SCSEP's purpose is to "foster and promote useful part-time work opportunities." Additionally, Labor's regulations state that the program is designed to assist in acquiring or revitalizing job skills. Similarly, the goal of the JTPA IIA adult training program, of which the Older Individuals program is a part, is to "... prepare adults for participation in the labor force by increasing their occupational and educational skills, resulting in improved long-term employability, increased employment, and reduced welfare dependency."

In contrast to the Labor older worker programs, the Foster Grandparent Program has a goal of "afford[ing] low income individuals an opportunity to provide supportive individualized service." In addition, the regulations supporting the Senior Companion Program indicate that one of the goals

of the program is to "create part-time stipened volunteer community service opportunities."

The overlap in older worker programs also extends to their clients. Both Labor programs—SCSEP and JTPA Training Programs for Older Individuals—target economically disadvantaged adults aged 55 or older, while both ACTION programs—Foster Grandparent and Senior Companion programs—target economically disadvantaged persons aged 60 and over.

Table 7: Programs Targeting Older Workers Have Common Goals

	Goals	
Program	**Increase employment opportunities**	**Enhance skill levels**
SCSEP	X	X
JTPA IIA Training Programs for Older Individuals	X	X
Foster Grandparent[a]	X	
Senior Companion[a]	X	
Summary (4 programs)	4	2

[a]While increasing employment opportunities is not an explicit goal, economically disadvantaged volunteers in this program receive an hourly stipend and are thus considered to have been provided employment opportunities.

Overlap in Program Services and Service Delivery Approaches

The contrast between the two Labor programs and the two ACTION programs carried over into the services offered by the programs. As shown in table 8, both of the Labor programs offer clients services in each of five service categories—(1) counseling and assessment, (2) remedial or basic skills training, (3) vocational or job skills training, (4) placement assistance, and (5) support services. In contrast, the two ACTION programs offer clients services in two of the five service categories—counseling and assessment, and support services.

Table 8: Programs Targeting Older Workers Offer Comparable Services

Program	Services[a]				
	Counseling/ assessment	Basic skills	Vocational skills	Placement	Support services
SCSEP	X	X	X	X	X
JTPA IIA Training Programs for Older Individuals	X	X	X	X	X
Foster Grandparent	X		[b]		X
Senior Companion	X		[b]		X
Summary (4 programs)	4	2	2	2	4

[a]Appendix V provides more detail on the services offered in the five main areas for the four programs that target older workers.

[b]The Foster Grandparent and Senior Companion programs provide preservice and in-service training to prepare participants for their volunteer activities. However, this training is not considered job training.

For one of the five main service categories—counseling and assessment—we found that both Labor programs overlap in five of the seven possible service activities analyzed (see table 9). Likewise, the ACTION older worker programs also overlapped in providing counseling and assessment services. Each of these two programs offered the same three activities in this service category.

Table 9: Programs Serving Older Workers in Counseling and Assessment

Program	Outreach	Assessment	Employability plan	Monitoring	Case management	Post progress review	Referral to services
SCSEP	X	X	X			X	X
JTPA IIA Training Programs for Older Individuals	X	X	X	X	X	X	X
Foster Grandparent	X	X		X			
Senior Companion	X	X		X			
Total	**4**	**4**	**2**	**3**	**1**	**2**	**2**

In addition to the overlap in services, we found that the two Labor programs sometimes provide funds to the same service delivery organizations within states. For example, in Michigan we found that the state agency with responsibility for administering SCSEP had provided SCSEP

funds to 14 substate offices on aging. Six of these 14 substate offices also received funds from the JTPA Training Programs for Older Individuals.

Programs Targeting Youth Overlap

As with the other target groups, a myriad of programs target youth for employment and training assistance. For fiscal year 1994, 16 programs with combined federal funding of over $4 billion help youth make the transition into the workforce.[26] The proliferation of youth programs is a relatively recent occurrence—6 of the 16 programs were enacted in the last 5 years. This flurry of new programs illustrates the Congress' growing recognition that many noncollege-bound youths are inadequately prepared for the workplace. In 1993, the laborforce included more than 16 million youths, ages 16 to 24, without a college degree and not enrolled in school. Many of these youths lack the basic academic and work skills necessary for a successful transition from school to work. Unemployment rates are almost three time higher among less educated youths—16 percent for persons with 12 or fewer years of schooling compared to 6 percent for persons with a college degree. However, questions have been raised as to whether employment training programs targeting youth are effective. In our previous work we stated that second-chance programs for poorly prepared youth are generally inadequate. They train less than 10 percent of the needy youth, tend not to devote much attention to literacy skills, and usually only provide brief job skills training.[27]

As was the case with programs for other target populations, we found many of the 16 programs that target youth serve the same client groups, share common goals, and provide comparable services. For example, while programs targeting youth differ considerably in their lower and upper age limits, all 16 programs serve youth between the ages of 16 and 19.[28] In addition, almost all of the programs specifically target those youths who are economically disadvantaged or are at risk. Many of the programs

[26]Sixteen programs target youth: (1) JTPA IIB Training Services for the Disadvantaged—Summer Youth Employment and Training Program (regular), (2) JTPA IIB Training Services for the Disadvantaged—Summer Youth Employment and Training Program (Native American), (3) JTPA IIC Disadvantaged Youth, (4) JTPA IIC Disadvantaged Youth Incentive Grants, (5) JTPA IIC Disadvantaged Youth State Education Programs, (6) Youth Fair Chance, (7) Vocational Education—Community-Based Organizations, (8) Youthbuild, (9) Upward Bound, (10) Talent Search, (11) JTPA Job Corps, (12) Transitional Living for Runaway and Homeless Youth, (13) Independent Living, (14) Federal Employment for Disadvantaged Youth—Summer, (15) School Dropout Demonstration Assistance (SDDA), and (16) School-to-Work. For a description of each program, see appendix VI.

[27]Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries (GAO/HRD-90-88, May 11, 1990).

[28]See appendix VI for more information on the differences in lower and upper age limits for programs that specifically target youth.

that target youth share the same broad objectives—to enhance the ability of youth to become productive members of the workforce. However, when we looked at these programs in more detail, we found that they differ in their emphasis and approach to accomplishing those broad objectives.

We found that the 16 programs targeting youth fell into 3 categories—9 programs focus on enhancing skill levels and increasing employment opportunities, 4 focus on academic achievement, and 2 programs teach self-sufficiency. Another program, School-to-Work, attempts to promote the linkage of several activities, such as skill enhancement, work experience, and academic achievement, to achieve a more comprehensive approach to school to work transition. Ten of these programs—seven in the first category and three in the second category—shared goals, had comparable clients, provided similar services, and had parallel delivery mechanisms such that they could be described as overlapping other programs in their category.

The nine programs that focus on skill enhancement and increasing employment opportunities include

- three JTPA IIC Disadvantaged Youth programs,
- two JTPA IIB Summer Youth Employment and Training programs,
- Youthbuild,
- Federal Employment for Disadvantaged Youth—Summer,
- JTPA Job Corps, and
- Youth Fair Chance.

These nine programs emphasize remedial education, vocational training, and work experience to facilitate entry into the labor market. Some of these programs use a slightly different approach in delivering these services. Three programs feature only summer employment, others provide assistance throughout the year. Youthbuild provides employment opportunities in public housing projects. Job Corps provides assistance in a residential setting.

The four programs that focus on improving academic achievement in either the secondary or postsecondary level are

- Upward Bound,
- Talent Search,
- VOC ED Community-Based Organizations, and
- SDDA.

These four programs encourage success in either secondary or postsecondary education. However, they focus on clients at differing achievement levels. Talent Search, Upward Bound, and VOC ED Community-Based Organizations encourage youth with potential for success in postsecondary education. In contrast, youth in SDDA have experienced difficulties in secondary school. For example, Upward Bound's purpose is to generate the skills and motivation necessary for success in education beyond high school. Similarly, the VOC ED Community-Based Organization program provides educational assistance to youth enabling them to succeed in vocational education. SDDA strives to reduce the number of children who do not complete elementary and secondary school.

Two programs focus on increasing self-sufficiency—the Transitional Living for Runaway and Homeless Youth and Independent Living programs. While other programs, including JTPA programs, also strive to increase self-sufficiency, these two programs provide assistance to clients that have an imminent need to develop skills for independence. For example, the Transitional Living program increases the self-sufficiency of runaway and homeless youth to prevent long-term dependency on social services. Similarly, the Independent Living Program helps youth in foster care to make the transition to independent living.

Another program, School-to-Work, provides a broader approach that emphasizes school-to-work transition linked with skill enhancement, work experience, and academic achievement. The School-to-Work program was established to create a national framework within which all states can develop "school-to-work opportunities systems" that link academic learning with on-the-job experience to smooth the transition form school to work. The program encourages skill enhancement, work experience, and school completion.

Programs Targeting Youth Share Common Goals

Further analysis of the nine youth programs that focus on enhancing skill levels and work experience showed that almost all the programs shared four goals—enhancing skill levels, increasing employment opportunities, advancing academic achievement, and encouraging self-sufficiency (see table 10). In contrast, the four programs that focus on academic achievement generally shared only two of those goals—enhancing skill levels and advancing academic achievement. The two youth programs that

focus on self-sufficiency shared only one goal—encouraging self-sufficiency.

Table 10: Youth Programs Fall Into Groups That Emphasize Common Goals

Program	Goals[a]			
	Enhance skill levels	Increase employment opportunities	Advance academic achievement	Encourage self-sufficiency
Group #1 - Goals of nine programs emphasizing skill enhancement and employment opportunities	X	X	X	X
Group #2 - Goals of four programs emphasizing academic achievement	X		X	
Group #3 - Goals of two programs emphasizing self-sufficiency				X
School-to-Work Program	X	X	X	

[a]An X indicates that almost all of the programs in the group had the goal as either a primary or secondary goal.

Many Programs Offer Similar Services, but Some Differ in Service Delivery Approach

We also found a pattern of overlapping services for the programs within each of the three program groups (see table 11). The nine programs that focus on enhancing skill levels and work experience authorize services in all five service categories—counseling and assessment, remedial or basic skills, vocational skills, placement, and support services. In general, the four programs focusing on academic achievement authorize services in only three categories—counseling assessment, remedial or basic skills, and support services. Because of their emphasis on academic achievement, most do not authorize services in either the vocational skills or placement assistance categories. The two programs in the third group, emphasizing self-sufficiency, authorize services in four categories—counseling/assessment, remedial or basic skills, vocational skills, and support services.

Table 11: Program Groups Targeting Youth Offer Similar Services

Program	Services[a]				
	Counseling/ assessment	Remedial or basic skills	Vocational skills	Placement	Support services
Group #1 - Services of nine programs emphasizing skill enhancement and employment opportunities	X	X	X	X	X
Group #2 - Services of four programs emphasizing academic achievement	X	X			X
Group #3 - Services of two programs emphasizing self-sufficiency	X	X	X		X
School-to-Work Program	X	X	X	X	X

[a]An X indicates that almost all of the programs in the group authorized services within the category. See appendix VI for a detailed comparison of authorized employment training services for each program.

However, within each of the program groups we also found programs with distinctively different service delivery approaches. In the first group we found that the Job Corps differs in both the service delivery approach and the intensity of services. Job Corps is primarily a residential program for poor youth with severe educational deficits and other employment barriers. Another program in this group, Federal Employment for Disadvantaged Youth—Summer, differs from the other programs because the Office of Personnel Management serves as an administrative clearinghouse for federal agencies that hire disadvantaged youth for summer employment. In the second group, Talent Search, Upward Bound, and VOC ED Community-Based Organizations are similar, but SDDA differs by focusing on at-risk students and dropouts. The third group includes only two programs, each distinctly different from the other. Independent Living targets youth in foster care, while Transitional Living targets runaway and homeless youth.

Similar Funding Mechanisms, but Separate Administrative Structures

In addition to sharing common goals, serving the same general categories of clients, and providing the same services, the youth programs also have similar funding mechanisms. Federal funds for 15 of the 16 youth programs are distributed through grants—62 percent through formula grants and 38 percent through project grants. Funding for the Federal Employment for Disadvantaged Youth—Summer Program is not separately identifiable.

Despite the similarities among youth programs, we found that they are administered by five federal agencies—the Departments of Education (five programs), Health and Human Services (two programs), Housing and Urban Development (one program), Labor (seven programs), and the Office of Personnel Management (one program). The School-to-Work program is jointly administered by Education and Labor.

Conclusion

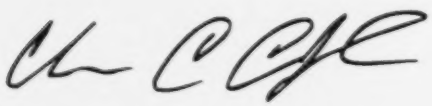
Problems with the multitude of employment training programs have prompted the administration and Members of Congress to suggest a major overhaul and consolidation of employment training programs. We found programs targeting the economically disadvantaged, dislocated workers, older workers, and youth overlap considerably in their goals, clients, services, and service delivery mechanisms. These redundancies foster inefficiencies and make it difficult to determine the effectiveness of individual programs or the system as a whole.

However, examining the extent of similarity among programs is only the first step toward identifying programs that would lend themselves to consolidation. Determining which programs should be consolidated would require more extensive study and decisions concerning participant eligibility and the level of services in any new program resulting from consolidation.

Deciding who should be served and the extent of services they should receive will require much consideration of not only the needs of participants, but also the resources available. Many programs serving the same general target population have different eligibility requirements and levels of service. In many instances, these differences are a way to ration the limited resources available because both of these factors affect the overall costs of programs. With program consolidation, new ways of allocating scarce resources will be needed.

We did our work between March and June 1994 in accordance with generally accepted government auditing standards. As requested, we did not obtain written comments from the federal agencies responsible for the programs discussed in this report. We will provide copies of this report to each responsible federal agency and other congressional committees. We will also make copies available to other interested parties. Should you have any questions or wish to discuss the information provided, please call me at (202) 512-7014. Major contributors to this report are listed in appendix VII.

Sincerely yours,



Clarence C. Crawford
Associate Director, Education and
Employment Issues

Contents

Letter		1
Appendix I Federal Employment and Training Programs by Target Group and Proposed Funding Levels (Fiscal Year 1994)		32
Appendix II Four Target Groups Included in Analysis		33
Appendix III Information on Nine Programs That Target the Economically Disadvantaged		35
	Program Descriptions	35
	Program Service Activity Definitions	39
Appendix IV Information on Nine Programs That Target Dislocated Workers		43
	Program Descriptions	43
Appendix V Information on Four Programs That Target Older Workers		49
	Program Descriptions	49

Appendix VI Information on 16 Programs That Target Youth — 54
- Program Descriptions — 54
- Core Age Group — 63

Appendix VII Major Contributors to This Report — 65

Related GAO Products — 68

Tables
- Table 1: Many Programs Serving the Economically Disadvantaged Have Similar Goals — 6
- Table 2: Extent to Which Other Federal Programs Serving the Economically Disadvantaged Overlap JTPA's 24 Services — 8
- Table 3: Programs Serving the Economically Disadvantaged Overlap in Vocational Skills Training Activities — 9
- Table 4: Programs Targeting Dislocated Workers Have Similar Goals — 12
- Table 5: Overlapping Services Among the Nine Programs That Target Dislocated Workers — 14
- Table 6: Programs Serving Dislocated Workers Overlap in Vocational Training — 15
- Table 7: Programs Targeting Older Workers Have Common Goals — 19
- Table 8: Programs Targeting Older Workers Offer Comparable Services — 20
- Table 9: Programs Serving Older Workers in Counseling and Assessment — 20
- Table 10: Youth Programs Fall Into Groups That Emphasize Common Goals — 24
- Table 11: Program Groups Targeting Youth Offer Similar Services — 25
- Table III.1: Comparison of Authorized Employment Training Services by Five Main Areas for Nine Programs That Target the Economically Disadvantaged — 38
- Table III.2: Nine Programs That Target the Economically Disadvantaged, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding — 42

Table IV.1: Comparison of Authorized Employment Training Services by Five Main Areas for Nine Programs That Target Dislocated Workers 46
Table IV.2: Nine Programs That Target Dislocated Workers, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding 48
Table V.1: Comparison of Authorized Employment Training Services by Five Main Areas for Four Programs That Target Older Workers 51
Table V.2: Four Programs That Target Older Workers, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding 52
Table VI.1: Many Programs Targeting Youth Have Comparable Goals 59
Table VI.2: Comparison of Authorized Employment Training Services by Five Main Areas for 16 Programs That Target Youth 60
Table VI.3: Sixteen Programs That Target Youth, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding 63
Table VI.4: Lower and Upper Age Limits for Youth Programs 64

Abbreviations

ABE	adult basic education
AFDC	Aid to Families with Dependent Children
CAETA	Clean Air Employment Transition Assistance
DCA	Defense Conversion Adjustment
DDP	Defense Diversification Program
EDWAA	Economic Dislocation and Worker Adjustment Assistance
EOC	Educational Opportunity Centers
ESL	English as a second language
FS E&T	Food Stamp Employment and Training
FSS	Family Self-Sufficiency
GED	General Educational Development
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
JOBS	Job Opportunities and Basic Skills Training
JTPA	Job Training Partnership Act
SCSEP	Senior Community Service Employment Program
SDA	service delivery area
SDDA	School Dropout Demonstration Assistance
SIPP	Survey of Income and Program Participation
SLMC	Student Literacy and Mentoring Corps
TAA	Trade Adjustment Assistance
TAP	Transition Assistance Program
VOC ED	Vocational Education

Federal Employment and Training Programs by Target Group and Proposed Funding Levels (Fiscal Year 1994)

Dollars in millions

Target group	Programs	FY94 proposed funding
Veterans	18	$1,584.4
Youth	16	4,047.8
Native Americans	10	114.0
Economically disadvantaged	9	2,661.6
Dislocated workers	9	855.5
Homeless	6	244.8
Women/minorities	6	89.8
Migrants	5	92.6
Older workers	4	568.2
Refugees	4	946.8
Programs not classified[a]	67	13,632.2
Total	**154**	**$24,837.7**

[a]Programs not classified include (1) those that do not target any specific group, such as the Employment Service, and (2) programs that target geographic areas rather than populations or (3) other miscellaneous programs, such as Labor's Federal Bonding Program, which provides financial bonds as insurance to encourage employers to hire high-risk applicants, such as ex-offenders or former drug addicts.

Four Target Groups Included in Analysis

Dollars in millions

Target group	Program	FY94 proposed funding
Economically disadvantaged	JTPA IIA Training Services for the Disadvantaged—Adult	$793.1
	JTPA IIA State Education Programs	82.4
	JTPA IIA Incentive Grants	51.5
	Job Opportunities and Basic Skills Program	825.0
	Food Stamp Employment and Training	162.7
	Family Self-Sufficiency Program	[a]
	Vocational Education—Basic State Programs	717.5
	Educational Opportunity Centers	23.3
	Student Literacy and Mentoring Corps	6.1
	Subtotal	**2,661.6**
Dislocated workers	JTPA EDWAA (substate allotment)	229.5
	JTPA EDWAA (governor's discretionary)	229.5
	JTPA EDWAA (Secretary's discretionary)	114.7
	JTPA Defense Conversion Adjustment Program	[b]
	JTPA Clean Air Employment Transition Assistance	[c]
	JTPA Defense Diversification	[d]
	Trade Adjustment Assistance—Workers	215.0
	Vocational Education—Demonstration Centers for the Training of Dislocated Workers	[e]
	Transition Assistance Program	66.8
	Subtotal	**855.5**
Older workers	Senior Community Service Employment Program	421.1
	JTPA IIA Training Programs for Older Individuals	51.5
	Foster Grandparent Program	66.4
	Senior Companion Program	29.2
	Subtotal	**568.2**
Youth	JTPA IIC Disadvantaged Youth	563.1
	JTPA IIC Disadvantaged Youth—Incentive Grants	34.3
	JTPA IIC Disadvantaged Youth—State Education Programs	54.9
	JTPA IIB Training Services for the Disadvantaged—Summer Youth Employment and Training Program (Regular)	1,688.8
	JTPA IIB Summer Youth Employment and Training Program (Native American)	[f]
	JTPA Job Corps	1,153.7

(continued)

Dollars in millions

Target group	Program	FY94 proposed funding
	Youth Fair Chance	25.0
	Transitional Living for Runaway and Homeless Youth	11.8
	Independent Living	16.2
	School Dropout Demonstration Assistance	37.7
	Vocational Education—Community-Based Organizations	11.8
	Upward Bound	160.5
	Talent Search	67.0
	School to Work	135.0
	Federal Employment for Disadvantaged Youth—Summer	[g]
	Youthbuild	88.0
	Subtotal	**4,047.8**
Total (38 programs)		**$8,133.1**

[a]Family Self-Sufficiency Program: Job training, education, and support services are paid for by other programs such as JOBS and JTPA. Federal funds may be used to cover local administrative costs. For fiscal year 1993, appropriations for operating subsidies permit the payment of $25.9 million to cover the administrative costs of operating the Family Self-Sufficiency Program.

[b]JTPA Defense Conversion Adjustment Program: Funds allocated in 1991 are to be used to support programs in out years until funding is depleted.

[c]JTPA Clean Air Employment Transition Assistance: No funds were appropriated for the Clean Air Act in fiscal year 1994.

[d]JTPA Defense Diversification: Funds allocated in 1993 are to be used to support programs in out years until funding is depleted.

[e]Data not available at this time.

[f]JTPA IIB Summer Youth Employment and Training Program (Native American): Funding is included in JTPA IIB (Regular) program total.

[g]Federal Employment for Disadvantaged Youth—Summer: Program is coordinated by the Office of Personnel Management, but carried out by numerous federal agencies. Obligations devoted to administration are not separately identifiable.

Information on Nine Programs That Target the Economically Disadvantaged

This appendix describes the nine federal employment and training programs that target the economically disadvantaged. Each description provides information on the purpose, eligibility criteria, and administrative arrangements for the program. Additional information on these programs' services and funding mechanisms follows in tables III.1 and III.2, respectively.

Program Descriptions

Job Training and Partnership Act Title IIA

JTPA, as amended, established the three title IIA programs. JTPA's overall purpose is to establish and fund programs to improve the quality of the workforce and enhance the productivity and competitiveness of the nation. Three more specific objectives include (1) to provide financial assistance to about 630 state and local service delivery areas (SDA) to meet the training needs of low-income adults and youth and to assist individuals in obtaining unsubsidized employment, (2) to increase the funds available for programs, thereby increasing the percentage of eligible populations currently being served, and (3) to encourage the provision of longer, more comprehensive education, training, and employment services to the eligible population. JTPA's IIA programs target economically disadvantaged adults aged 22 through 72. In general, not less than 65 percent of the participants served should be hard-to-serve individuals, defined as individuals who are basic-skills deficient, school dropouts, or recipients of cash welfare payments, among others. Program administration is provided by the Department of Labor in conjunction with state and local SDAs.

Title IIA provides three program funding streams: (1) The Adult Program provides funds for preparing adults for labor force participation by increasing their occupational and educational skills, resulting in improved long-term employability, increased employment and earnings, and reduced welfare dependency. (2) The State Education Program funds state education agency projects, such as school-to-work transition, literacy, and lifelong learning opportunities, and coordinates statewide approaches to train, place, and retain women in nontraditional employment. The program also supports activities related to coordinating federal programs, such as through state human resource councils. (3) The Incentive Grants Program is funded with 5 percent of the JTPA title IIA formula grant. Governors distribute the funds to local SDAs that exceed established program

performance standards, such as placing participants in employment that exceeds performance criteria for postprogram earnings.

Job Opportunities and Basic Skills Program

The Family Support Act established the JOBS program to ensure that needy families with children obtain the education, training, and employment that will help them avoid long-term welfare dependency. JOBS eligibility includes all applicants for and recipients of Aid to Families with Dependent Children; however, JOBS targets specific AFDC members, such as teenage parents and recipients about to exit the program because their children are nearing adulthood. Program administration is provided by the Department of Health and Human Services, in conjunction with the states, through local welfare offices that typically administer AFDC.

Food Stamp Employment and Training

The Food Stamp Act, as amended, established employment training requirements. Adult food stamp applicants are currently required to register for work and training. The main thrust of FS E&T is to ensure that nonexempt recipients fulfill some type of work, job search, or training obligation. To carry this out, agencies may require all work registrants to participate in one or more components or, with the Department of Agriculture's approval, exempt individuals because participation is judged "impractical" or not "cost effective." Program administration is provided by Agriculture in conjunction with the states and localities, typically with the human service agency that provides the AFDC grant payment, but not always.

Vocational Education—Basic State Programs

Title II of the Carl D. Perkins Vocational and Applied Technology Education Act, as amended, established the basic state programs to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. However, VOC ED Basic participants are typically low-income individuals. VOC ED Basic funds may be used for a variety of activities aimed at improving vocational education programs, including guidance and counseling, occupational training, tech-prep education, remedial courses, upgrading curriculum, and supplementary services for special populations. Program administration is provided by the Department of Education in conjunction with states and localities, including local educational agencies and eligible educational institutions that offer postsecondary and adult vocational programs. The Department of

Education, however, cannot determine how much of this program's funds were split between in-school youth and out-of-school youth and adults.

Educational Opportunity Centers

The Higher Education Act, as amended, established EOC to provide information, with respect to financial and academic assistance, for individuals desiring to pursue a program of postsecondary education, and to assist such persons in applying for admission, including offering outreach, personal counseling, and tutoring. EOC targets low-income individuals and first generation college students. Program administration is provided by the Department of Education in conjunction with institutions of higher education, and public and private agencies and organizations.

Student Literacy and Mentoring Corps

The Higher Education Act, as amended, established SLMC to provide financial assistance to institutions of higher education to promote the development of the student literacy corps and student mentoring corps programs. Undergraduates receive class credits for tutoring or mentoring SLMC participants who are typically educationally or economically disadvantaged. Program administration is provided by the Department of Education in conjunction with accredited institutions of higher education.

Family Self-Sufficiency Program

The National Affordable Housing Act, as amended, established FSS to promote the development of local strategies that coordinate use of public housing and assistance, under section 8, with public and private resources to enable eligible families to achieve economic independence and self-sufficiency. FSS participation is voluntary and contingent on living in a public housing program that participates in FSS. Local public housing authorities must establish plans to encourage program participation. One required incentive is an escrow savings account for each participating family. For families earning less than 50 percent of the area's median income, any increase in income that the family would normally spend as rent (assisted families generally spend 30 percent of their income for rent) goes into the escrowed savings account. The contribution to the escrow account is phased out as the family's income reaches 80 percent of the area's median income. Program administration is provided by the Department of Housing and Urban Development (HUD), which selects section 8 housing authorities to administer the program. In turn, each public housing agency administering an approved program may employ a service coordinator to run the local program.

Table III.1: Comparison of Authorized Employment Training Services by Five Main Areas for Nine Programs That Target the Economically Disadvantaged

Service area/activity[a]	JTPA IIA[b]	JOBS	FS E&T	FSS[c]	VOC ED	EOC	SLMC	Total
I. Counseling/assessment								
Outreach	X			X	X	X		4
Assessment	X	X	X	X	X	X		6
Employability plan	X	X	X	X				4
Monitoring	X		X	X	X			4
Case management	X	X	X	X	X			5
Postprogress review	X		X	X	X			4
Referral to services	X	X	X	X		X		5
II. Remedial/basic skills								
Adult basic education (ABE)	X	X	X	X	[d]		X	5
English as a second language (ESL)	X	X	X	X	[d]		X	5
High school equivalency (GED)	X	X	X	X			X	5
III. Vocational skills								
Classroom training	X	X	X	X	X		X	6
Employer-specific training and technical assistance	X		X	X	X			4
On-the-job training	X	X	X	X	X			5
Workfare		X	X	X				3
IV. Job creation and placement								
Job creation				X	X			2
Job search	X	X	X	X	X			5
Job search training	X	X	X	X	X			5
Job placement	X	X	X	X	X			5
Work study				X	X			2

(continued)

Service area/activity[a]	JTPA IIA[b]	JOBS	FS E&T	FSS[c]	VOC ED	EOC	SLMC	Total
V. Support services								
Child care	X	X	X	X	X		X	6
Transportation subsidy	X	X	X	X	X			5
Life skills training	X	X	X	X		X	X	6
Medical assistance	X			X	X			3
Personal counseling	X	X		X	X	X		5
Needs-based payments	X			X				2
Transitional child care	X	X		X				3
Transitional medical assistance	X			X				2

Note: The programs shown may, in some instances, qualify when or how a particular service may be provided. The programs may also sometimes provide an additional service beyond the 27 activities listed here.

[a]Program service activity definitions are shown following this table.

[b]Includes the JTPA IIA State Education and Incentive Grants Programs that authorize the same services as the JTPA IIA Adult Program.

[c]FSS is authorized to provide any of the same services as other federal employment training programs; however, services are paid for by other programs, such as JOBS and JTPA. Federal funds may be used to cover local administrative costs.

[d]The Department of Education did not consider that this program offered remedial or basic skills training, as defined by GAO. However, program funds are used for these activities, including remediation of basic academic skills, tutoring, and ESL courses. See Vocational Education: Status in 2-Year Colleges in 1990-91 and Early Signs of Change (GAO/HRD-93-89, Aug. 16, 1993).

Program Service Activity Definitions

I. Counseling/Assessment

Outreach. Pertaining to an activity designed to identify potential candidates for a program.

Assessment. An evaluation, typically in-depth, of a person's employability skills, sometimes performed in the context of employment counseling.

Employability Plan. A document that details a person's overall (short-, medium-, and long-term) plans to become self-sufficient through employment. It may or may not entail first performing an assessment.

Monitoring. An activity designed to track an individual within or between program activities.

Case Management. A group of activities, including assessment, monitoring, and referral to services, designed to assist an individual to become self-sufficient through employment.

Postprogress Review. Follow-up of clients after they have left the program to determine their postprogram employability status.

Referral to Services. Assisting an individual to become self-sufficient by guiding him/her to other available employment and training services in the community.

II. Remedial/Basic Skills

Adult Basic Education. Direct educational assistance to improve basic skills in one or more educational subjects, such as math or English, including literacy training.

English as a Second Language. Instruction for non-English-speaking people to improve their facility in English.

High School Equivalency (GED). Instruction or other course work designed to aid in passing the General Educational Development examination. A certificate is awarded upon successful completion.

III. Vocational Skills

Classroom Training. Classroom training to teach new skills or upgrade vocational skills, including postsecondary vocational education activities.

Employer-Specific Training and Technical Assistance. An activity designed to provide occupational vocational training, as well as technical assistance, to meet the human resource needs of a specific employer or potential employer.

On-the-Job Training. Training provided to an employee in occupational or other skills essential to performing a specific job or group of jobs. Such training is generally used for entry-level employment and skill upgrades.

Workfare. Performing work in a public service capacity as a condition of welfare program eligibility. Its primary goal is to improve employability by providing knowledge or skills needed to perform a job or group of jobs.

IV. Job Creation and Placement

Job Creation. Retaining or creating jobs in a given economic or geographic area (economic development). It may include activities that revitalize or expand existing businesses as well as those that generate new business enterprises or new construction.

Job Search. Making a predetermined number of inquiries of prospective employers over a specified period. It may be mandatory or optional.

Job Search Training. Providing instructions on job-seeking techniques as well as on increased motivation and self-confidence. Whether offered to individuals or groups, it includes instruction in job-seeking skills, individualized job-search plans, labor market information, and other specialized activities that facilitate the transition to unsubsidized employment.

Job Placement. Identifying job openings in the public or private employment sector and referring individuals to employers with openings.

Work Study. Part-time employment provided in conjunction with course work in order to finance postsecondary education.

V. Support Services

Activities designed to assist individuals in overcoming barriers to employability through training and, in some cases, postprogram employment transitional services.

1. Regular Support Services

Child Care. Subsidizing the cost of child care to support an individual's participation in remedial/basic skills training, vocational training, or job placement.

Transportation Subsidy. Subsidizing the cost of transportation needed to participate in remedial/basic skills training, vocational training, or job placement activities.

Life Skills Training. Offering individual or group training in life skills, motivation, or a related activity that supports and facilitates participation in remedial/basic skills training, vocational training, or job placement activities.

Medical Assistance. Financial support or reimbursement for medical expenses incurred by an individual or the individuals's family, thereby facilitating participation in remedial/basic skills training, vocational training, or job placement activities.

Counseling. Professional guidance in areas such as substance abuse, family conflicts, or other problems that may become a barrier to training. Such guidance is intended to assist an individual in participating in remedial/basic skills training, vocational training, or job placement activities.

Needs-Based Payments. Cash or in-kind assistance that enables an individual to participate in remedial/basic skills training, vocational training, or job placement activities.

2. Transitional Support Services

Child Care. See "Child Care" above.

Medical Assistance. See "Medical Assistance" above.

Table III.2: Nine Programs That Target the Economically Disadvantaged, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding

Dollars in millions

Funding mechanism/program	Proposed FY94 funding	Percentage of funding
All programs (9)	**$2,661.6**	**100**
Formula grants (6 programs)	**2,632.2**	**99**
JTPA IIA Training Services for the Disadvantaged—Adult	$793.1	
JTPA IIA State Education Programs	82.4	
JTPA IIA Incentive Grants	51.5	
Job Opportunities and Basic Skills Program	825.0	
Food Stamp Employment and Training	162.7	
Vocational Education—Basic State Programs	717.5	
Project grants programs (2 programs)	**29.4**	**1**
Educational Opportunity Centers	23.3	
Student Literacy and Mentoring Corps	6.1	
Other (1 program)		**0**
FSS Program	[a]	

[a]FSS Program: Job training, education, and support services are paid for by other programs such as JOBS and JTPA. Federal funds may be used to cover local administrative costs. For fiscal year 1993, appropriations for operating subsidies permitted the payment of $25.9 million to cover the administrative costs of operating FSS.

Information on Nine Programs That Target Dislocated Workers

This appendix describes the nine federal employment and training programs that target dislocated workers. Each description provides information on the purpose, eligibility criteria, and administrative arrangements for the program. Additional information on these programs' services and funding mechanisms follows in tables IV.1 and IV.2, respectively.

Program Descriptions

Job Training Partnership Act Title III

Title III of JTPA, as amended, provides employment and training assistance to dislocated workers. Assistance includes career counseling, occupational and remedial training, job placement assistance, and support services, including job search and relocation allowances. "Eligible dislocated workers" means individuals who (1) have been terminated, laid off, or received notice of termination or layoff from employment, are eligible for or have exhausted their entitlement to unemployment compensation, and are unlikely to return to their previous industry or occupation; (2) have been terminated or received notice of termination of employment as a result of any permanent closure or substantial layoff at a plant, facility, or enterprise; (3) are long-term unemployed and have limited opportunities in the same or similar occupation in their local area, including individuals who may have substantial barriers to employment because of age; or (4) were self-employed (including farmers and ranchers) and are unemployed as a result of general economic conditions in their local area or because of natural disasters.

Title III includes six program funding streams. The three basic programs were established by JTPA, as amended by the Economic Dislocation and Worker Adjustment Assistance Act of 1988. The other three programs were established to meet the needs of workers adversely affected by defense downsizing (two of the programs) and the Clean Air Act.

The three basic EDWAA programs are (1) the substate allotment, (2) the governor's discretionary programs, and (3) the Secretary's discretionary program. Eighty percent of EDWAA funds are distributed to states through an allocation formula for the first two programs. Up to one-half of the EDWAA formula funds can go to the governor's discretionary programs. In turn, Governors may reserve up to 80 percent of that allocation for state-level activities and up to 20 percent of that allocation can be reserved

for distribution to local areas with unforeseen need. At least 50 percent of a state's formula allocation must be distributed directly to substate areas—the substate allotment. Substate areas and the within-state distribution formula are designated by the governor within statutory guidelines. The remaining 20 percent of overall EDWAA funds are reserved for distribution by the Secretary of Labor through Labor's discretionary program. These funds are largely used for discretionary grant projects serving workers displaced by mass layoffs and for multistate or industrywide projects. States may administer this program through designated substate grantees at the local level. These could include, for example, a private industry council, a JTPA administrative entity, a local government agency, or other public agency such as a community college or area vocational school.

The Defense Conversion Adjustment (DCA) Program is designed to help workers adversely affected by defense downsizing. A dislocated worker is eligible only if the worker has been terminated or laid off or received notice of termination or layoff as a consequence of reductions in expenditures by the United States for defense or by substantial reductions in force or closures of military facilities. DCA was established by the Defense Economic Adjustment, Diversification, Conversion, and Stabilization Act of 1990, which amended title III of JTPA. DCA is funded with Department of Defense appropriated funds, but is administered by the Department of Labor. States, substate grantees, employers, employer associations, and representatives of employees may apply for DCA project grants. Funds may also be used to support demonstration projects to encourage and promote innovative responses to dislocation, including projects to assist retraining and reorganization efforts designed to avert layoffs or to assist communities in addressing and reducing the impact of economic dislocation.

The Defense Diversification Program (DDP) provides training, adjustment services, and employment assistance to persons adversely affected by defense downsizing, including certain members of the armed forces, certain defense employees, and certain defense contractor employees. DDP was established by the Defense Conversion, Reinvestment, and Transition Assistance Act of 1992, which amended title III of JTPA. Similar to DCA, DDP is funded with Department of Defense appropriated funds, but is administered by the Department of Labor. However, the Secretary of Defense may reserve 10 percent of the funds appropriated for demonstration projects. The Department of Labor may award project grants to states, JTPA substate grantees, employers, representatives of

employees, labor-management committees, and other employer-employee entities.

The Clean Air Employment Transition Assistance (CAETA) Program provides assistance to workers dislocated as a result of a firm's compliance with the Clean Air Act. CAETA was established by the Clean Air Act Amendments of 1990, which amended title III of JTPA. The purpose of this program is to provide readjustment and training assistance to help adversely affected workers return to the labor force. Program funds are distributed through the Department of Labor. States, JTPA substate grantees, employers, employer associations, and representatives of employees may apply for CAETA project grants.

Trade Adjustment Assistance—Workers

The Trade Act of 1974, as amended, established TAA to help workers who lose their jobs because of increased imports. TAA is an entitlement program. The Department of Labor determines whether groups of workers have been adversely affected by trade and certifies that they are eligible for TAA benefits. The TAA certification process begins when three or more workers from the same company (or their representative) petition Labor to determine that their jobs have been lost or will be lost because of imports. Labor then conducts an investigation to determine if imports have contributed importantly to the loss of employment. Determining factors in the investigation include whether (1) a significant number of workers have lost or are threatened with the loss of their jobs, (2) the company's sales or production have decreased, and (3) imports of articles "like or directly competitive" with the company's products have increased and "contributed importantly" to the decline in its sales or production.

The Employment Service, through its state and local offices, administers the benefit provisions for TAA as an agent of the United States. TAA benefits include job counseling, occupational and remedial training, placement assistance, and support services, including income support in the form of cash payments for up to 52 weeks after workers exhaust their basic 26 weeks of unemployment insurance compensation.

Vocational Education—Demonstration Centers for the Training of Dislocated Workers

Title IV of the Carl D. Perkins Vocational and Applied Technology Education Act, as amended, provides financial assistance for establishing demonstration centers for the retraining of dislocated workers. Each center may use funds for the recruitment of unemployed workers, vocational evaluation, assessment and counseling, support services, or job

placement assistance. Any private nonprofit organization that is eligible to receive funding under JTPA is also eligible for this program.

Transition Assistance Program

TAP was established by the National Defense Authorization Act for Fiscal Year 1991. TAP provides assistance to members of the armed forces who are being involuntarily separated from active duty. The program provides assistance in identifying employment and training opportunities, help in obtaining employment and training, personal counseling, and other related information and services. TAP is administered by the Department of Defense.

Table IV.1: Comparison of Authorized Employment Training Services by Five Main Areas for Nine Programs That Target Dislocated Workers

	JTPA programs						Other			
Service area/activity[a]	EDWAA (substate)[b]	EDWAA (gov)[c]	EDWAA (Sec)[d]	DCA	Clean Air[e]	Defense Div[f]	TAA	VOC ED[g]	TAP	Total
I. Counseling/assessment										
Outreach	X	X	X	X	X	X	X	X		8
Assessment	X	X	X	X	X	X	X	X	X	9
Employability plan	X	X	X	X	X	X			X	7
Monitoring	X	X	X	X	X	X				6
Case management	X	X	X	X	X	X				6
Postprogress review	X	X	X	X	X	X				6
Referral to services	X	X	X	X	X	X	X	X	X	9
II. Remedial/basic skills										
ABE	X	X	X	X	X	X	X			7
ESL	X	X	X	X	X	X	X			7
GED	X	X	X	X	X	X	X			7
III. Vocational skills										
Classroom training	X	X	X	X	X	X	X	X		8
Employer-specific training	X	X	X	X	X	X	X			7
On-the-job training	X	X	X	X	X	X	X			7
Workfare										0
IV. Job creation and placement										
Job creation										0
Job search	X	X	X	X	X	X	X		X	8

(continued)

Service area/activity[a]	JTPA programs						Other			Total
	EDWAA (substate)[b]	EDWAA (gov)[c]	EDWAA (Sec)[d]	DCA	Clean Air[e]	Defense Div[f]	TAA	VOC ED[g]	TAP	
Job search training	X	X	X	X	X	X	X		X	8
Job placement	X	X	X	X	X	X	X	X	X	9
Work study										0
V. Support services										
Child care	X	X	X	X	X	X		X		7
Transportation subsidy	X	X	X	X	X	X	X	X		8
Life skills training	X	X	X	X	X	X				6
Medical assistance	X	X	X	X	X	X				6
Personal counseling	X	X	X	X	X	X			X	7
Needs-based payments	X	X	X	X	X	X	X			7
Transitional child care	X	X	X	X	X	X				6
Transitional medical assistance	X	X	X	X	X	X			X	7
Job search allowances	X	X	X	X	X	X	X		X	8
Relocation allowances	X	X	X	X	X	X	X		X	8

Note: The programs shown may, in some instances, qualify when or how a particular service may be provided. The program may also sometimes provide an additional service beyond the activities listed.

[a]Program service activity definitions are shown following table III.1.

[b]JTPA EDWAA substate allotment

[c]JTPA EDWAA governor's discretionary

[d]JTPA EDWAA Secretary's discretionary

[e]JTPA Clean Air Employment Transition Assistance

[f]JTPA Defense Diversification

[g]Vocational Education—Demonstration Centers for the Training of Dislocated Workers

Table IV.2: Nine Programs That Target Dislocated Workers, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding

Dollars in millions

Funding mechanism/program	Proposed FY94 funding	Percentage of funding
All programs (9)	**$855.5**	**100**
Formula grants (2 programs)	**459.0**	**54**
JTPA EDWAA substate allotment	229.5	
JTPA EDWAA governor's discretionary	229.5	
Project grants (6 programs)	**181.5**	**21**
JTPA EDWAA Secretary's discretionary	114.7	
JTPA DCA	[a]	
JTPA Clean Air Employment Transition Assistance	[b]	
JTPA DDP	[c]	
Vocational Education—Demonstration Centers for the Training of Dislocated Workers	[d]	
Transition Assistance Program	66.8	
Other (1 program)	**215.0**	**25**
Trade Adjustment Assistance—Workers	215.0	

[a]JTPA DCA: Funds allocated in 1991 are to be used to support programs in out years until funding is depleted.

[b]JTPA Clean Air Employment Transition Assistance: No funds were appropriated for the Clean Air Act in fiscal year 1994.

[c]JTPA Defense Diversification: Funds allocated in 1993 are to be used to support programs in out years until funding is depleted.

[d]Data not available at this time.

Information on Four Programs That Target Older Workers

This appendix describes the four federal employment and training programs that target older workers. Each description provides information on the purpose, eligibility criteria, and administrative arrangements for the program. Additional information on these programs' services and funding mechanisms follows in tables V.1 and V.2, respectively.

Program Descriptions

Senior Community Service Employment Program

Title V of the Older Americans Act, as amended, established SCSEP to provide, foster, and promote part-time work experiences, usually 20 hours per week, in community service activities for low-income persons who are 55 or older. Program participants may be placed in work assignments at local service agencies, including schools, hospitals, day care centers, and park systems, or other community service projects. A portion of project funds may be used to provide participants with training, counseling, and other support services. The program assists and promotes the transition of participants into unsubsidized employment. SCSEP is administered by the Department of Labor, which distributes funds to states and national public and private nonprofit agencies.

JTPA Title IIA Training Programs for Older Individuals

The program's purpose is to ensure the training and placement of older individuals in employment opportunities with private businesses. Title IIA requires that 5 percent of the within-state allocation be set aside for employment training assistance for economically disadvantaged individuals aged 55 and older. Older individuals who face significant barriers to employment and meet the income eligibility requirements of SCSEP may also receive assistance under this JTPA title IIA program. Program administration is provided by the Department of Labor in conjunction with state and local substate entities.

Foster Grandparent Program

The Foster Grandparent Program was established by the Domestic Volunteer Service Act, as amended. It has the dual purposes of providing (1) part-time volunteer service opportunities for low-income persons aged 60 and older and (2) person-to-person support services in health, education, welfare, and related settings to help alleviate the physical, mental, and emotional problems of infants, children, and youth with

special needs. ACTION administers the program and awards funds to state and local governments and private nonprofit organizations.

Senior Companion Program

The Senior Companion Program was established by the Domestic Volunteer Service Act, as amended. Its purpose is to provide volunteer opportunities for low-income people aged 60 and older. The volunteers are eligible for stipends to provide community services, to provide in-home or community-based support to adults in need, and to extend formal and professional community-based long-term care systems. ACTION administers the program and awards funds to state and local governments and private nonprofit organizations.

Table V.1: Comparison of Authorized Employment Training Services by Five Main Areas for Four Programs That Target Older Workers

Service area/activity[a]	Senior Community Service Employment Program	JTPA IIA Training Programs	Foster Grandparent Program	Senior Companion Program	Total
I. Counseling/assessment					
Outreach	X	X	X	X	4
Assessment	X	X	X	X	4
Employability plan	X	X			2
Monitoring		X	X	X	3
Case management		X			1
Postprogress review	X	X			2
Referral to services	X	X			2
II. Remedial/basic skills					
ABE	X	X			2
ESL	X	X			2
GED	X	X			2
III. Vocational skills					
Classroom training	X	X	[b]	[b]	2
Employer-specific training	X	X	[b]	[b]	2
On-the-job training	X	X			2
Workfare					0
IV. Job creation and placement					
Job creation					0
Job search		X			1
Job search training	X	X			2
Job placement	X	X			2
Work study					0
V. Support services					
Child care		X			1
Transportation subsidy	X	X	X	X	4
Life skills training	X	X			2
Medical assistance	X	X	X	X	4
Personal counseling	X	X			2
Needs-based payments		X	X	X	3
Transitional child care		X			1
Transitional medical assistance		X			1

(Table notes on next page)

Note: The programs shown may, in some instances, qualify when or how a particular service may be provided. The programs may also sometimes provide an additional service beyond the 27 activities listed here.

[a]Program service activity definitions are given following table III.1.

[b]The Foster Grandparent and Senior Companion programs provide preservice and in-service training to prepare participants for their volunteer activities. However, this training is not considered job training.

Table V.2: Four Programs That Target Older Workers, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding

Dollars in millions

Funding mechanism/program	Proposed FY94 funding	Percentage of funding
All programs (4)	**$568.2**	**100**
Formula grants (2 programs)	**472.6**	**83**
Senior Community Service Employment Program	$421.1	
JTPA IIA Training Programs for Older Individuals	51.5	
Project grants (2 programs)	**95.6**	**17**
Foster Grandparent Program	66.4	
Senior Companion Program	29.2	

Information on 16 Programs That Target Youth

This appendix describes the 16 federal employment and training programs that target youth. Each description provides information on the purpose, eligibility criteria, and administrative arrangements for the program. Additional information on these programs' goals, services, funding mechanisms, and age limits follows in tables VI.1 through VI.4.

Program Descriptions

JTPA Title IIC Youth Training

Title IIC of JTPA, as amended, established the year-round youth training programs. The Job Training Reform Amendments of 1992 split the JTPA IIA Disadvantaged Youth and Adults Program into the JTPA IIA programs for adults and the IIC programs for youth. The title IIC programs strive to help youth (1) improve long-term employability; (2) enhance educational, occupational, and citizenship skills; (3) encourage school completion; (4) increase employment and earnings; (5) reduce welfare dependency; and (6) address problems that impede the transition from school to work. Title IIC programs fund activities for economically disadvantaged in-school and out-of-school youth aged 16 to 21. In-school youth aged 14 and 15 are also eligible if provided for in the local job training plan. However, at least 50 percent of the program participants must be out-of-school youth. In general, not less than 65 percent of out-of-school youth should be hard-to-serve individuals, including individuals with basic skills deficiencies, pregnant or parenting youth, school dropouts, homeless or runaway youth, individuals with disabilities, and offenders.

Title IIC provides three program funding streams. The basic Disadvantaged Youth Program distributes funds through formula grants to states. Local programs are administered by the SDAs. The State Education Program is funded with 8 percent of the JTPA title IIC formula grant. The program funds state education agency projects, such as school-to-work transition, literacy, and lifelong learning opportunities, and coordinates statewide approaches to train, place, and retain women in nontraditional employment. The program also supports activities related to coordinating federal programs, such as through state human resource councils. The Incentive Grants Program is funded with 5 percent of the JTPA title IIC formula grant. Governors distribute the funds to local SDAs that exceed established program performance standards. The Department of Labor administers the JTPA IIC programs in conjunction with designated state agencies and local JTPA SDAs.

JTPA Title IIB Summer Youth Employment and Training (Regular and Native American)	Title IIB of JTPA, as amended, established two Training Services for the Disadvantaged—Summer Youth Employment and Training Programs, the regular program and a program for Native American youth. Both programs operate in the summer months. Title IIB programs provide eligible youth with exposure to the world of work, enhance basic education skills, encourage school completion, and enhance citizenship skills. The programs target economically disadvantaged youth aged 14 to 21. The Department of Labor administers the programs. The regular program distributes funds through formula grants to states; local programs are administered by the SDAs. The Native American program distributes funds to tribal organizations and other eligible grantees.
Youth Fair Chance	The Job Training Reform Amendments of 1992 established the Youth Fair Chance Program. The program's purpose is to (1) ensure access to education and job training assistance for youth residing in high poverty areas, (2) provide a comprehensive range of education, training, and employment services to youth who are not being served or are underserved by federal education and training programs, (3) enable communities with high concentrations of poverty to establish and meet objectives for improving opportunities for youth within the community, and (4) facilitate the coordination of comprehensive services for youth in such communities. The Department of Labor administers the program through project grants to local SDAs where the target communities are located. Participating communities that have the highest concentrations of poverty are given funding priority.
School Dropout Demonstration Assistance	The School Dropout Demonstration Assistance Act of 1988 established SDDA. The program's purpose is to reduce the number of youths who do not complete their education. To accomplish this, SDDA identifies potential dropouts and provides assistance to keep them in school, and identifies and encourages youth who have dropped out to reenter and complete school. The Department of Education administers SDDA in conjunction with local education agencies, community-based organizations, and educational partnerships.
Vocational Education—Community-Based Organizations	The Carl D. Perkins Vocational and Applied Technology Education Act, as amended, established the Vocational Education—Community-Based Organization Program. The program's purpose is to provide educational assistance through the collaboration of public agencies, community-based

organizations, and business concerns to disadvantaged youth not being adequately served by regular vocational education programs. The program targets youth aged 16 to 21 who are from the inner city, non-English speaking, Appalachian, or from high-poverty areas. The Department of Education administers the program. Funds are distributed to states via formula grants. State boards of education award funds to private nonprofit organizations and local educational agencies.

School-to-Work

The School-to-Work Opportunities Act of 1994 established the School-to-Work program to develop school-to-work transition systems that enable youth to find productive roles in the workplace. The program strives to improve the knowledge and skills of youth by integrating academic and occupational learning through local partnerships that link school with work and use the workplace as an active learning center.

For this report, School-to-Work is considered a single program. However, recently enacted legislation includes several funding streams: System Development and Implementation Grants to States, Federal Implementation Grants to Local Partnerships, and national programs for research, demonstration, and other projects. The program is jointly administered by the Departments of Education and Labor.

Youthbuild

The National and Community Service Act of 1990 established the Youthbuild Program to provide economically disadvantaged young adults with opportunities for meaningful services to their communities. Activities for youth include participating in public housing rehabilitation projects to help meet the housing needs of homeless individuals and low-income families. In turn, these activities help participating youth obtain the education and employment skills necessary for economic self-sufficiency. At least three-fourths of the participants must be 16 to 24 years old, economically disadvantaged, and high school dropouts whose reading and mathematics skills are at or below the eighth-grade level. Program administration is provided by HUD.

JTPA Job Corps

The Job Corps was established by the Economic Opportunity Act of 1964. The program is currently authorized under title IVB of JTPA, as amended. The purpose of the Job Corps is to assist young people who need and can benefit from the program's multifaceted service approach. The Job Corps is primarily a residential program for poor high school dropouts; about

10 percent of the participants are nonresidential commuters. The program targets youth aged 14 to 21 with severe educational deficits and other employment barriers. The Job Corps provides intensive, long-term job training and remedial education, as well as health care, counseling, and job placement. The Department of Labor administers the program. Job Corps centers are funded by project grants. The Departments of Agriculture and Interior operate 30 centers; private for-profit organizations operate most of the other 78 centers. In addition, Labor contracts with state employment service offices and private organizations for recruitment and placement.

Upward Bound

The Higher Education Act, as amended, established the Upward Bound program to help youth generate the skills necessary for success in education beyond high school. Specifically, the program strives to increase the academic performance and motivation levels of participants so that they can complete secondary school and successfully pursue postsecondary education. Two-thirds of program participants must be low-income individuals who are first-generation college students. Participants must be between the ages of 13 and 19 or veterans. Upward Bound is administered by the Department of Education in conjunction with institutions of higher education, public and private agencies, and, in exceptional cases when no other applicants exist in the area being targeted, secondary schools.

Talent Search

The Higher Education Act, as amended, established Talent Search to (1) identify disadvantaged youth with potential for postsecondary education and to encourage them to graduate from secondary school and enroll in postsecondary programs, and (2) encourage youth who have not completed programs of secondary and postsecondary education to re-enter such programs. Two-thirds of the participants must be low-income individuals who are first-generation college students. Participants must be between the ages of 11 and 27 or have completed 5 years of elementary education. Talent Search is administered by the Department of Education in conjunction with institutions of higher education, public and private agencies, and, in exceptional cases when no other applicants exist in the area being targeted, secondary schools.

Transitional Living for Runaway and Homeless Youth

The Juvenile Justice and Delinquency Prevention Act, as amended, established the Transitional Living Program to assist homeless youth between the ages of 16 and 21 in making successful transitions toward

self-sufficiency. Transitional Living is administered by HHS; state and local governments and nonprofit organizations receive project grants to establish and operate transitional living projects.

Independent Living

Title IVE of the Social Security Act, as amended, established the Independent Living Program to help states and localities design programs to assist youth in foster care who are 16 years old or older to make the transition to independent living. HHS administers the program and distributes funds through formula grants to states. States may provide services directly or use local government entities or private nonprofit organizations to deliver services.

Federal Employment for Disadvantaged Youth—Summer

The Civil Service Reform Act, as amended, established the Federal Employment for Disadvantaged Youth—Summer Program. The program's purpose is to provide meaningful work to needy youth 16 years old or older who might not otherwise have summer jobs. The program is coordinated by the Office of Personnel Management, but carried out by numerous federal agencies. Participating federal agencies list job openings at local employment service offices.

Table VI.1: Many Programs Targeting Youth Have Comparable Goals

Program	Goals			
	Enhance skill levels	Increase employment opportunities	Advance academic achievement	Encourage self-sufficiency
JTPA IIC Disadvantaged Youth	X	X	X	X
JTPA IIC Disadvantaged Youth Incentive Grants	X	X	X	X
JTPA IIC Disadvantaged Youth State Education	X	X	X	X
Youth Fair Chance	X	X	X	X
JTPA Job Corps	X	X	X	X
JTPA IIB Summer Youth Employment and Training (Regular)	X	X	X	X
JTPA IIB Summer Youth Employment and Training (Native American)	X	X	X	X
Federal Employment for Disadvantaged Youth—Summer	X	X		
Youthbuild	X	X	X	X
Talent Search	X		X	
Upward Bound	X	X	X	
VOC ED—Community-Based Organizations	X	X	X	
School Dropout Demonstration Assistance	X		X	
Independent Living	X			X
Transitional Living for Runaway and Homeless Youth				X
School-to-Work	X	X	X	

Table VI.2: Comparison of Authorized Employment Training Services by Five Main Areas for 16 Programs That Target Youth

Service area/ activity[a]	JTPA IIB[b]	JTPA IIC[c]	Youth Fair Chance	SDDA
I. Counseling/assessment				
Outreach	X	X		X
Assessment	X	X	X	X
Employability plan	X	X		X
Monitoring	X	X		X
Case management	X	X	X	X
Postprogress review	X	X		X
Referral to services	X	X	X	X
II. Remedial/basic skills				
ABE	X	X	X	X
ESL	X	X		X
GED	X	X	X	X
III. Vocational skills				
Classroom training	X	X	X	X
Employer-specific training	X	X		X
On-the-job training	X	X	X	
Workfare				
IV. Job creation and placement				
Job creation	X			
Job search	X	X		X
Job search training	X	X		X
Job placement	X	X	X	X
Work study	X			X
V. Support services				
Child care	X	X	X	X
Transportation subsidy	X	X	X	X
Life skills training	X	X		X
Medical assistance	X	X		
Personal counseling	X	X	X	X
Needs-based payments	X	X		X
Transitional child care	X	X		X
Transitional medical assistance	X	X		

VOC ED CBO[d]	School-to-Work	Youth build	Job Corps	Up Bound	Tal Srch	Trans Liv	Ind Liv	Fed Emp	Total
X	X	X	X	X	X	X	X		14
X	X	X	X	X	X	X	X		15
	X		X			X	X		10
X	X	X	X			X		X	12
	X		X				X	X	11
	X	X	X						9
X	X	X	X			X	X	X	14
X	X	X	X	X	X	X		X	15
		X	X	X					9
	X	X	X	X	X	X	X		14
	X	X	X				X	X	12
	X	X	X					X	10
	X	X	X					X	10
									0
									2
	X	X							8
	X	X	X			X		X	11
	X	X	X						10
X[e]									4
			X						8
			X	X	X				10
X	X	X	X	X		X	X	X	14
			X	X		X			8
	X	X	X	X		X	X		13
		X	X	X					9
									6
									5

Note: The programs shown may, in some instances, qualify when or how a particular services may be provided. The programs may also sometimes provide an additional service beyond the 27 activities listed here.

[a]Program service activity definitions are given following table III.1.

[b]Two JTPA IIB programs—Summer Youth Employment and Training Program (Regular) and Summer Youth Employment and Training Program (Native American)—offer the same services.

[c]Three JTPA IIC programs—Disadvantaged Youth, Disadvantaged Youth (Incentive Grants), and Disadvantaged Youth (State Education Program)—offer the same services.

[d]Community-based organizations.

[e]Program administrators describe the "career intern" service as a work study program except that it is not specifically used to finance postsecondary education.

Table VI.3: Sixteen Programs That Target Youth, by Funding Mechanisms, Proposed Fiscal Year 1994 Funding, and Percentage of Funding

Dollars in millions

Funding mechanism/program	Proposed FY94 funding	Percentage of funding
All programs (16)	**$4,047.8**	**100**
Formula grants (8 programs)	**2,504.1**	**62**
JTPA IIC Disadvantaged Youth	563.1	
JTPA IIC Disadvantaged Youth—Incentive Grants	34.3	
JTPA IIC Disadvantaged Youth—State Education Programs	54.9	
JTPA IIB Summer Youth Employment and Training Program (Regular)	1,688.8	
JTPA IIB Summer Youth Employment and Training Program (Native American)	[a]	
Independent Living	16.2	
Vocational Education—Community-Based Organizations	11.8	
School-to-Work	135.0	
Project grants (7 programs)	**1,543.7**	**38**
JTPA Job Corps	1,153.7	
Youth Fair Chance	25.0	
Transitional Living for Runaway and Homeless Youth	11.8	
School Dropout Demonstration Assistance	37.7	
Upward Bound	160.5	
Talent Search	67.0	
Youthbuild	88.0	
Other (1 program)		**0**
Federal Employment for Disadvantaged Youth—Summer	[b]	

[a]JTPA IIB Summer Youth Employment and Training Program (Native American): Funding is included in JTPA IIB (Regular) program total.

[b]Federal Employment for Disadvantaged Youth—Summer: Program is coordinated by Office of Personnel Management, but carried out by numerous federal agencies. Obligations devoted to administration are not separately identifiable.

Core Age Group

Programs targeting youth serve a core age group that is 16 to 19 years old. However, as table VI.4 shows, the lower age limits can range from 11 to 16, while upper age limits can range from 19 to 27.

Table VI.4: Lower and Upper Age Limits for Youth Programs

Program	Lower and upper age limits					
	11-27	13-19	14-21	16-20	16-21	16-24
JTPA IIC Disadvantaged Youth					X	
JTPA IIC Disadvantaged Youth—Incentive Grants					X	
JTPA IIC Disadvantaged Youth—State Education Programs					X	
JTPA IIB Summer Youth Employment and Training Program (Regular)			X			
JTPA IIB Summer Youth Employment and Training Program (Native American)			X			
JTPA Job Corps[a]					X	
Youth Fair Chance			X			
Transitional Living for Runaway and Homeless Youth					X	
Independent Living				X		
School Dropout Demonstration Assistance[b]						
Vocational Education—Community-Based Organizations					X	
Upward Bound		X				
Talent Search	X					
School-to-Work[c]						
Federal Employment for Disadvantaged Youth—Summer					X	
Youthbuild						X

[a]Job Corps allows participation by individuals aged 22 to 24, but that group may not exceed 20 percent of total participation. Also, youth aged 14 to 15 may be enrolled by specific determination of the Job Corps Director.

[b]Program requirements include a minimum age of 16, but no upper age limit.

[c]The School-to-Work Opportunities Act of 1994 was signed into law on May 4, 1994. Age eligibility criteria have not been published yet.

Major Contributors to This Report

Robert Rogers, Assistant Director, (313) 256-8011
Sarah Colsen
Gary Galazin
Barbara Moroski-Browne
James Owczarzak
David Porter
Lynda Racey
Doreen Swift

Related GAO Products

Multiple Employment Training Programs: Conflicting Requirements Underscore Need for Change (GAO/T-HEHS-94-120, Mar. 10, 1994).

Multiple Employment Training Programs: Major Overhaul Is Needed (GAO/T-HEHS-94-109, Mar. 3, 1994).

Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively (GAO/HEHS-94-88, Mar. 2, 1994).

Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Administrative Costs (GAO/HEHS-94-80, Jan. 28, 1994).

Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO/HEHS-94-78, Jan. 28, 1994).

Multiple Employment Programs: National Employment Strategy Needed (GAO/T-HRD-93-27, June 18, 1993).

Multiple Employment Programs (GAO/HRD-93-26R, June 15, 1993).

The Job Training Partnership Act: Potential for Program Improvements but National Job Training Strategy Needed (GAO/T-HRD-93-18, Apr. 29, 1993).

Multiple Employment Programs (GAO/HRD-92-39R, July 24, 1992).

Ordering Information

The first copy of each GAO report and testimony is free. Additional copies are $2 each. Orders should be sent to the following address, accompanied by a check or money order made out to the Superintendent of Documents, when necessary. Orders for 100 or more copies to be mailed to a single address are discounted 25 percent.

Orders by mail:

U.S. General Accounting Office
P.O. Box 6015
Gaithersburg, MD 20884-6015

or visit:

Room 1100
700 4th St. NW (corner of 4th and G Sts. NW)
U.S. General Accounting Office
Washington, DC

Orders may also be placed by calling (202) 512-6000 or by using fax number (301) 258-4066.

Each day, GAO issues a list of newly available reports and testimony. To receive facsimile copies of the daily list or any list from the past 30 days, please call (301) 258-4097 using a touchtone phone. A recorded menu will provide information on how to obtain these lists.

PRINTED ON RECYCLED PAPER

United States
General Accounting Office
Washington, D.C. 20548-0001

Bulk Mail
Postage & Fees Paid
GAO
Permit No. G100

Official Business
Penalty for Private Use $300

Address Correction Requested

70